S. 2310

To establish a National Catastrophe Risks Consortium and a National Homeowners' Insurance Stabilization Program, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 6, 2007

Mrs. CLINTON (for herself and Mr. Nelson of Florida) introduced the following bill; which was read twice and referred to the Committee on Banking, Housing, and Urban Affairs

A BILL

To establish a National Catastrophe Risks Consortium and a National Homeowners' Insurance Stabilization Program, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Homeowners' Defense Act of 2007".
- 6 (b) Table of Contents for
- 7 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Findings and purposes.
 - Sec. 3. Qualified reinsurance programs.
 - Sec. 4. Definitions.

Sec. 5. Regulations.

TITLE I—NATIONAL CATASTROPHE RISK CONSORTIUM

- Sec. 101. Establishment; status; principal office; membership.
- Sec. 102. Functions.
- Sec. 103. Powers.
- Sec. 104. Nonprofit entity; conflicts of interest; audits.
- Sec. 105. Management.
- Sec. 106. Staff; experts and consultants.
- Sec. 107. Federal liability.
- Sec. 108. Authorization of appropriations.

TITLE II—NATIONAL HOMEOWNERS' INSURANCE STABILIZATION PROGRAM

- Sec. 201. Establishment.
- Sec. 202. Liquidity loans and catastrophic loans for State and regional reinsurance programs.
- Sec. 203. Reports and audits.
- Sec. 204. Funding.

1 SEC. 2. FINDINGS AND PURPOSES.

- 2 (a) FINDINGS.—The Congress finds that—
- 3 (1) the United States has a history of cata-
- 4 strophic natural disasters, including hurricanes, tor-
- 5 nadoes, flood, fire, earthquakes, and volcanic erup-
- 6 tions;
- 7 (2) although catastrophic natural disasters
- 8 occur infrequently, they will continue to occur and
- 9 are predictable;
- 10 (3) such disasters generate large economic
- losses and a major component of those losses comes
- from damage and destruction to homes;
- 13 (4) for the majority of Americans, their invest-
- ment in their home represents their single biggest
- asset and the protection of that investment is para-
- mount to economic and social stability;

- 1 (5) historically, when a natural disaster eclipses
 2 the ability of the private industry and a State to
 3 manage the loss, the Federal Government has
 4 stepped in to provide the funding and services need5 ed for recovery;
 - (6) the cost of such Federal "bail-outs" are borne by all taxpayers equally, as there is no provision to repay the money and resources provided, which thereby unfairly burdens citizens who live in lower risk communities;
 - (7) as the risk of catastrophic losses grows, so do the risks that any premiums collected by private insurers for extending coverage will be insufficient to cover future catastrophes (known as timing risk), and private insurers, in an effort to protect their shareholders and policyholders (in the case of mutually-owned companies), have thus significantly raised premiums and curtailed insurance coverage in States exposed to major catastrophes;
 - (8) such effects on the insurance industry have been harmful to economic activity in States exposed to major catastrophes and have placed significant burdens on existing residents of such States;
 - (9) Hurricanes Katrina, Rita, and Wilma struck the United States in 2005, causing over

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- \$200,000,000,000 in total economic losses, and insured losses to homeowners in excess of \$50,000,000,000;
 - (10) since 2004, the Congress has appropriated more than \$58,000,000,000 in disaster relief to the States affected by natural catastrophes;
 - (11) the Federal Government has provided and will continue to provide resources to pay for losses from future catastrophes;
 - (12) when Federal assistance is provided to the States, accountability for Federal funds disbursed is paramount;
 - (13) the Government Accountability Office or other appropriate agencies must have the means in place to confirm that Federal funds for catastrophe relief have reached the appropriate victims and have contributed to the recovery effort as efficiently as possible so that taxpayer funds are not wasted and citizens are enabled to rebuild and resume productive activities as quickly as possible;
 - (14) States that are recipients of Federal funds must be responsible to account for and provide an efficient means for distribution of funds to homeowners to enable the rapid rebuilding of local economies after a catastrophic event without unduly bur-

- dening taxpayers who live in areas seldom affected
 by natural disasters;
- 3 (15) State insurance and reinsurance programs 4 can provide a mechanism for States to exercise that 5 responsibility if they appropriately underwrite and 6 price risk, and if they pay claims quickly and within 7 established contractual terms; and
 - (16) State insurers and reinsurers, if appropriately backstopped themselves, can absorb catastrophic risk borne by private insurers without bearing timing risk, and thus enable all insurers (whether State-operated or privately owned) to underwrite and price insurance without timing risk and in such a way to encourage property owners to pay for the appropriate insurance to protect themselves and to take steps to mitigate against the risks of disaster by locally appropriate methods.
- 18 (b) Purposes.—The purposes of this Act are to es19 tablish a program to provide a Federal backstop for State20 sponsored insurance programs to help homeowners pre21 pare for and recover from the damages caused by natural
 22 catastrophes, to encourage mitigation and prevention for
 23 such catastrophes, to promote the use of private market
 24 capital as a means to insure against such catastrophes,

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to expedite the payment of claims and better assist in the financial recovery from such catastrophes. 3 SEC. 3. QUALIFIED REINSURANCE PROGRAMS. 4 (a) IN GENERAL.—For purposes of this Act only, a program shall be considered to be a qualified reinsurance program if the program— 6 7 (1) is authorized by State law for the purposes 8 described in this section; 9 (2) is an entity in which the authorizing State 10 maintains a material, financial interest; 11 (3) provides reinsurance or retrocessional cov-12 erage to underlying primary insurers or reinsurers 13 for losses arising from all personal residential lines 14 of insurance, as defined in the Uniform Property & 15 Casualty Product Coding Matrix published and 16 maintained by the National Association of Insurance 17 Commissioners; 18 (4) has a governing body, a majority of whose 19 members are public officials; 20 (5) provides reinsurance or retrocessional coverage to underlying primary insurers or reinsurers 21 22 for losses in excess of such amount that the Sec-

retary has determined represents a catastrophic

event in that particular State;

1	(6) is authorized by a State that has in effect
2	such laws, regulations, or other requirements, as the
3	Secretary shall by regulation provide, that—
4	(A) ensure, to the extent that reinsurance
5	coverage made available under the qualified re-
6	insurance program results in any cost savings
7	in providing insurance coverage for risks in
8	such State, such cost savings are reflected in
9	premium rates charged to consumers for such
10	coverage;
11	(B) require that any new construction
12	substantial rehabilitation, and renovation in-
13	sured or reinsured by the program complies
14	with applicable State or local government build-
15	ing, fire, and safety codes;
16	(C) require State authorized insurance en-
17	tities within that State to establish an insur-
18	ance rate structure that takes into account
19	measures to mitigate insurance losses;
20	(D) require State authorized insurance and
21	reinsurance entities within that State to estab-
22	lish rates at a level that annually produces ex-
23	pected premiums that shall be sufficient to pay

the expected annualized cost of all claims, loss

- 1 adjustment expenses, and all administrative 2 costs of reinsurance coverage offered; and
- 3 (E) encourage State authorized insurance 4 and reinsurance entities within that State to es-5 tablish rates that do not involve cross-subsidiza-6 tion between any separate property and cas-7 ualty lines covered under the State authorized 8 insurance or reinsurance entity; and
- 9 (7) complies with such additional organiza-10 tional, underwriting, and financial requirements as 11 the Secretary shall, by regulation, provide to carry 12 out the purposes of this Act.
- 13 (b) Transitional Mechanisms.—For the 5-year period beginning on the date of enactment of this Act, in 14 15 the case of a State that does not have a qualified reinsurance program for the State, a State residual insurance 16 market entity for such State shall be considered to be a 17 qualified reinsurance program, but only if such State re-18 sidual insurance market entity was in existence before 19 20 such date of enactment.
- 21 (c) PRECERTIFICATION.—The Secretary shall estab-22 lish procedures and standards for State and regional rein-23 surance programs and the State residual insurance market 24 entities described in subsection (b) to apply to the Sec-

- 1 retary at any time for certification (and recertification)
- 2 as qualified reinsurance programs.
- 3 (d) Reinsurance To Cover Exposure.—This sec-
- 4 tion may not be construed to limit or prevent any insurer
- 5 from obtaining reinsurance coverage for insured losses re-
- 6 tained by insurers pursuant to this section, nor shall the
- 7 obtaining of such coverage affect the calculation of the
- 8 amount of any loan under this Act.

9 SEC. 4. DEFINITIONS.

- For purposes of this Act, the following definitions
- 11 shall apply:
- 12 (1) Ceiling Coverage Level.—The term
- 13 "ceiling coverage level" means, with respect to a
- qualified reinsurance program, the maximum liabil-
- 15 ity, under law, that could be incurred at any time
- by the qualified reinsurance program.
- 17 (2) Commission.—The term "Commission"
- means the National Commission on Natural Catas-
- trophe Preparation and Protection established under
- title II.
- 21 (3) Consortium.—The term "Consortium"
- 22 means the National Catastrophic Risk Consortium
- established under title I.

1	(4) Insured loss.—The term "insured loss"
2	means any loss insured by a qualified reinsurance
3	program.
4	(5) Qualified reinsurance program.—The
5	term "qualified reinsurance program" means a State
6	or regional program that meets the requirements of
7	section 3.
8	(6) Secretary.—The term "Secretary" means
9	the Secretary of the Treasury.
10	(7) STATE.—The term "State" includes the
11	several States, the District of Columbia, the Com-
12	monwealth of Puerto Rico, Guam, the Common-
13	wealth of the Northern Mariana Islands, the United
14	States Virgin Islands, and American Samoa.
15	SEC. 5. REGULATIONS.
16	The Secretary shall issue such regulations as may be
17	necessary to carry out this Act.
18	TITLE I—NATIONAL CATAS-
19	TROPHE RISK CONSORTIUM
20	SEC. 101. ESTABLISHMENT; STATUS; PRINCIPAL OFFICE;
21	MEMBERSHIP.
22	(a) Establishment.—There is established an entity
23	to be known as the "National Catastrophe Risk Consor-
24	tium".

- 11 1 (b) Status.—The Consortium is not a department, agency, or instrumentality of the United States Govern-3 ment. 4 (c) Principal Office and place of business of the Consortium shall be such location within the United States determined by the Board of Directors to be the most advantageous for carrying out the 8 purpose and functions of the Consortium. 9 (d) Membership.—Any State that has established a 10 reinsurance fund or has authorized the operation of a State residual insurance market entity shall be eligible to 11 12 participate in the Consortium. 13 SEC. 102. FUNCTIONS. 14 The Consortium shall— 15 (1) work with all States, particularly those par-16 ticipating in the Consortium, to gather and maintain 17 an inventory of catastrophe risk obligations held by 18 State reinsurance funds and State residual insur-
- 20 (2) at the discretion of the affected members 21 and on a conduit basis, issue securities and other fi-
- 22 nancial instruments linked to the catastrophe risks
- insured or reinsured through members of the Con-
- 24 sortium in the capital markets;

ance market entities;

1	(3) coordinate reinsurance contracts between	en
2	participating, qualified reinsurance funds and pr	ri-
3	vate parties;	

- (4) act as a centralized repository of State risk information that can be accessed by private-market participants seeking to participate in the transactions described in paragraphs (2) and (3) of this section;
- (5) use a catastrophe risk database to perform research and analysis that encourages standardization of the risk-linked securities market;
- (6) perform any other functions, other than assuming risk or incurring debt, that are deemed necessary to aid in the transfer of catastrophe risk from participating States to private parties; and
- 16 (7) submit annual reports to Congress describ-17 ing the activities of the Consortium for the pre-18 ceding year.

SEC. 103. POWERS.

The Consortium—

(1) may make and perform such contracts and other agreements with any individual or other private or public entity however designated and wherever situated, as may be necessary for carrying out the functions of the Consortium; and

1	(2) shall have such other powers, other than the
2	power to assume risk or incur debt, as may be nec-
3	essary and incident to carrying out this Act.
4	SEC. 104. NONPROFIT ENTITY; CONFLICTS OF INTEREST;
5	AUDITS.
6	(a) Nonprofit Entity.—The Consortium shall be
7	a nonprofit entity and no part of the net earnings of the
8	Consortium shall inure to the benefit of any member,
9	founder, contributor, or individual.
10	(b) Conflicts of Interest.—No director, officer,
11	or employee of the Consortium shall in any manner, di-
12	rectly or indirectly, participate in the deliberation upon or
13	the determination of any question affecting his or her per-
14	sonal interests or the interests of any Consortium, part-
15	nership, or organization in which he or she is directly or
16	indirectly interested.
17	(c) Audits.—
18	(1) Annual Audit.—The financial statements
19	of the Consortium shall be audited annually in ac-
20	cordance with generally accepted auditing standards
21	by independent certified public accountants.
22	(2) Reports.—The report of each annual audit
23	pursuant to paragraph (1) shall be included in the
24	annual report submitted in accordance with section
25	102(7).

1 SEC. 105. MANAGEMENT.

2	(a) Board of Directors; Membership; Designa-
3	TION OF CHAIRPERSON.—
4	(1) Board of directors.—The management
5	of the Consortium shall be vested in a board of di-
6	rectors (referred to in this title as the "Board")
7	composed of not fewer than 3 members.
8	(2) Chairperson.—The Secretary, or the des-
9	ignee of the Secretary, shall serve as the chairperson
10	of the Board.
11	(3) Membership.—The members of the Board
12	shall include—
13	(A) the Secretary of Homeland Security
14	and the Secretary of Commerce, or the des-
15	ignees of such Secretaries, respectively, but only
16	during such times as there are fewer than 2
17	States participating in the Consortium; and
18	(B) a member from each State partici-
19	pating in the Consortium, who shall be ap-
20	pointed by such State.
21	(b) Bylaws.—The Board may prescribe, amend, and
22	repeal such bylaws as may be necessary for carrying out
23	the functions of the Consortium.
24	(c) Compensation, Actual, Necessary, and
25	Transportation Expenses.—

- 1 (1) Non-federal employees.—A member of 2 the Board who is not otherwise employed by the 3 Federal Government shall be entitled to receive the 4 daily equivalent of the annual rate of basic pay pay-5 able for level IV of the Executive Schedule under 6 section 5315 of title 5, United States Code, as in ef-7 fect from time to time, for each day (including travel 8 time) during which such member is engaged in the 9 actual performance of duties of the Consortium.
 - (2) FEDERAL EMPLOYEES.—A member of the Board who is an officer or employee of the Federal Government shall serve without additional pay (or benefits in the nature of compensation) for service as a member of the Consortium.
 - (3) Travel expenses.—Members of the Consortium shall be entitled to receive travel expenses, including per diem in lieu of subsistence, equivalent to those set forth in subchapter I of chapter 57 of title 5, United States Code.
- 20 (d) QUORUM.—A majority of the Board shall con-21 stitute a quorum.
- 22 (e) EXECUTIVE DIRECTOR.—The Board shall ap-23 point an executive director of the Consortium, on such 24 terms as the Board may determine.

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SEC. 106. STAFF; EXPERTS AND CONSULTANTS.

- 2 (a) Staff.—
- 3 (1) APPOINTMENT.—The Board of the Consor-
- 4 tium may appoint and terminate such other staff as
- 5 are necessary to enable the Consortium to perform
- 6 its duties.
- 7 (2) Compensation.—The Board of the Con-
- 8 sortium may fix the compensation of the executive
- 9 director and other staff.
- 10 (b) Experts and Consultants.—The Board shall
- 11 procure the services of experts and consultants as the
- 12 Board considers appropriate.
- 13 SEC. 107. FEDERAL LIABILITY.
- 14 The Federal Government and the Consortium shall
- 15 not bear any liabilities arising from the actions of the Con-
- 16 sortium. Participating States shall retain all catastrophe
- 17 risk until the completion of a transaction described in
- 18 paragraphs (2) and (3) of section 102.
- 19 SEC. 108. AUTHORIZATION OF APPROPRIATIONS.
- There are authorized to be appropriated to carry out
- 21 this title \$20,000,000 for each of fiscal years 2008
- 22 through 2013.

1 TITLE II—NATIONAL HOME-

2 OWNERS' INSURANCE STA-

3 **BILIZATION PROGRAM**

- 4 SEC. 201. ESTABLISHMENT.
- 5 The Secretary shall carry out a program under this
- 6 title to make liquidity loans and catastrophic loans under
- 7 section 202 to qualified reinsurance programs to ensure
- 8 the solvency of such programs, to improve the availability
- 9 and affordability of homeowners' insurance, to provide in-
- 10 centive for risk transfer to the private capital and reinsur-
- 11 ance markets, and to spread the risk of catastrophic finan-
- 12 cial loss resulting from natural disasters and catastrophic
- 13 events.
- 14 SEC. 202. LIQUIDITY LOANS AND CATASTROPHIC LOANS
- 15 FOR STATE AND REGIONAL REINSURANCE
- 16 PROGRAMS.
- 17 (a) Contracts.—The Secretary may enter into a
- 18 contract with a qualified reinsurance program to carry out
- 19 this title, as the Secretary may deem appropriate. The
- 20 contract shall include, at a minimum, the conditions for
- 21 loan eligibility set forth in this section.
- 22 (b) Conditions for Loan Eligibility.—A loan
- 23 under this section may be made only to a qualified reinsur-
- 24 ance program and only if—
- 25 (1) before the loan is made—

1	(A) the State or regional reinsurance pro-
2	gram submits to the Secretary a report setting
3	forth, in such form and including such informa-
4	tion as the Secretary shall require, how the pro-
5	gram plans to repay the loan; and
6	(B) based upon the report of the program,
7	the Secretary determines that the program can
8	meet its repayment obligation under the loan
9	and certifies that the program can meet such
10	obligation;
11	(2) the program cannot access capital in the
12	private market, including through catastrophe bonds
13	and other securities sold through the facility created
14	in title I of this Act, as determined by the Secretary,
15	and a loan may be made to such a qualified reinsur-
16	ance program only to the extent that such program
17	cannot access capital in the private market;
18	(3) the Secretary determines that an event has
19	resulted in insured losses in a State with a qualified
20	reinsurance program;
21	(4) the loan complies with the requirements
22	under subsection (d) and or (e), as applicable; and
23	(5) the loan is afforded the full faith and credit
24	of the State and the State demonstrates to the Sec-

retary that it has the ability to repay the loans.

1	(c) Mandatory Assistance for Qualified Rein-
2	SURANCE PROGRAMS.—The Secretary shall, upon the re-
3	quest of a qualified reinsurance program and subject to
4	subsection (b), make a loan under subsection (d) or (e)
5	for such program in the amount requested by such pro-
6	gram (subject to the limitations under subsections $(d)(2)$
7	and $(e)(2)$, respectively).
8	(d) LIQUIDITY LOANS.—A loan under this subsection
9	for a qualified reinsurance program shall be subject to the
10	following requirements:
11	(1) Preconditions.—The Secretary shall have
12	determined that the qualified reinsurance program—
13	(A) has a capital liquidity shortage, in ac-
14	cordance with regulations that the Secretary
15	shall establish; and
16	(B) cannot access capital markets at effec-
17	tive rates of interest lower than those provided
18	in paragraph (3).
19	(2) Amount.—The principal amount of the
20	loan may not exceed the ceiling coverage level for the
21	qualified reinsurance program.
22	(3) Rate of interest.—The loan shall bear
23	interest at an annual rate 3 percentage points high-
24	er than marketable obligations of the Treasury hav-
25	ing the same term to maturity as the loan and

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- issued during the most recently completed month, as 2 determined by the Secretary, or such higher rate as 3 may be necessary to ensure that the amounts of interest paid under such loans exceed the sum of the 5 costs (as such term is defined in section 502 of the 6 Federal Credit Reform Act of 1990 (2 U.S.C. 661a)) of such loans, the administrative costs in-7 8 volved in carrying out a program under this title for
- 11 (4) TERM.—The loan shall have a term to ma-12 turity of not less than 5 years and not more than 13 10 years.

mental receipts and outlays.

such loans, and any incidental effects on govern-

- 14 (e) Catastrophic Loans.—A loan under this sub-15 section for a qualified reinsurance program shall be subject to the following requirements:
- 17 (1) Preconditions.—The Secretary shall have 18 determined that an event has resulted in insured 19 losses in a State with a qualified reinsurance pro-20 gram and that such insured losses in such State are 21 in excess of 150 percent of the aggregate amount of 22 direct written premium for privately issued property 23 and casualty insurance, for risks located in that 24 State, over the calendar year preceding such event,

- in accordance with regulations that the Secretary shall establish.
 - (2) Amount.—The principal amount of the loan made pursuant to an event referred to in paragraph (1) may not exceed the amount by which the insured losses sustained as a result of such event exceed the ceiling coverage level for the qualified reinsurance program.
 - (3) Rate of interest.—The loan shall bear interest at an annual rate 0.20 percentage points higher than marketable obligations of the United States Treasury having a term to maturity of not less than 10 years and issued during the most recently completed month, as determined by the Secretary, or such higher rate as may be necessary to ensure that the amounts of interest paid under such loans exceed the sum of the costs (as such term is defined in section 502 of the Federal Credit Reform Act of 1990 (2 U.S.C. 661a)) of such loans, the administrative costs involved in carrying out a program under this title for such loans, and any incidental effects on governmental receipts and outlays.
 - (4) TERM.—The loan shall have a term to maturity of not less than 10 years.

- 1 (f) Use of Funds.—Amounts from a loan under this 2 section shall only be used to provide reinsurance or 3 retrocessional coverage to underlying primary insurers or 4 reinsurers for losses arising from all personal real property or homeowners' lines of insurance, as defined in the Uniform Property & Casualty Product Coding Matrix published and maintained by the National Association of In-8 surance Commissioners. Such amounts shall not be used for any other purpose. SEC. 203. REPORTS AND AUDITS. 11 The Secretary shall submit a report to the President 12 and the Congress annually that identifies and describes any loans made under this title during such year and any repayments during such year of loans made under this 14 15 title, and describes actions taken to ensure accountability of loan funds. The Secretary shall provide for regular au-16 dits to be conducted for each loan made under this title, 18 and shall make the results of such audits publicly avail-19 able. 20 SEC. 204. FUNDING. 21 (a) Program Fee.—
- 22 (1) IN GENERAL.—The Secretary may establish 23 and collect, from qualified reinsurance programs that are precertified pursuant to section 3(c), a rea-24 25 sonable fee, as may be necessary to offset the ex-

- penses of the Secretary in connection with carrying
 out the responsibilities of the Secretary under this
 title, including—
 - (A) costs of developing, implementing, and carrying out the program under this title; and
 - (B) costs of providing for precertification pursuant to section 3(c) of State and regional reinsurance programs as qualified reinsurance programs.
 - (2) ADJUSTMENT.—The Secretary may, from time to time, adjust the fee under paragraph (1) as appropriate based on expenses of the Secretary referred to in such paragraph.
 - (3) Use.—Any fees collected pursuant to this subsection shall be credited as offsetting collections of the Department of the Treasury and shall be available to the Secretary only for expenses referred to in paragraph (1).
- 19 (b) Costs of Loans; Administrative Costs.—To 20 the extent that amounts of negative credit subsidy are re-21 ceived by the Secretary in any fiscal year pursuant to 22 loans made under this title, such amounts shall be avail-23 able for costs (as such term is defined in section 502 of 24 the Federal Credit Reform Act of 1990 (2 U.S.C. 661a))

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- 1 of such loans and for costs of carrying out the program
- 2 under this title for such loans.
- 3 (c) Full Taxpayer Repayment.—The Secretary
- 4 shall require the full repayment of all loans made under
- 5 this title. If the Secretary determines at any time that
- 6 such full repayment will not made, or is likely not to be
- 7 made, the Secretary shall promptly submit a report to the
- 8 Congress explaining why such full repayment will not be
- 9 made or is likely not to be made.

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